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EDUCATION IN RURAL AMERICA FOR VOCATIONAL COMPETENCE.

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THE PERCENTAGE OF DISADVANTAGED FARM LABORERS, LOW INCOME MANUFACTURING WORKERS, AND MIGRANTS IS DISPROPORTIONATELY LARGE IN RURAL AMERICA. MILLIONS OF TECHNOLOGICALLY UNEMPLOYED RURAL YOUTH ARE UNEDUCATED, UNPREPARED, AND HENCE UNEMPLOYABLE IN A NEW OCCUPATION. ALTHOUGH UNDISPUTABLE EVIDENCE EXISTS TESTIFYING TO THE BENEFITS OF VOCATIONAL EDUCATION IN REDUCING UNEMPLOYMENT, A LARGE SEGMENT OF THIS POPULATION IS FUNCTIONALLY ILLITERATE, MAKING FURTHER TECHNICAL EDUCATION ALL BUT IMPOSSIBLE. SUGGESTIONS FOR IMPROVING THE PLIGHT OF THE RURAL DISADVANTAGED INCLUDE--(1) BROADENED CURRICULAR OFFERINGS WHICH ENCOURAGE STUDENTS TO COMPLETE THEIR EDUCATION, (2) IMPROVED QUALITY OF ELEMENTARY EDUCATION THROUGH EMPLOYMENT OF SPECIALISTS, ESPECIALLY IN THE AREA OF READING (LACK OF READING ABILITY IS PERHAPS THE MAJOR CAUSE OF EDUCATIONAL RETARDATION AND DROPOUT AT ALL LEVELS), (3) ESTABLISHMENT OF PROGRAMS FOR THE FUNCTIONALLY ILLITERATE INDIVIDUAL WHOSE ACHIEVEMENT MAY BE SO LOW THAT HE IS NOT QUALIFIED FOR TRAINING OR RETRAINING PROGRAMS NOW IN OPERATION, (4) INITIATION OF TRAINING PROGRAMS FOR BOTH RURAL AND URBAN DISPLACED WORKERS, AND (5) CONSOLIDATION OF SCHOOL DISTRICTS, THEREBY PROVIDING THE ADVANTAGES OF BOTH ACADEMIC AND VOCATIONAL EDUCATION. THIS SPEECH WAS DELIVERED AT THE NATIONAL CONFERENCE ON RURAL EDUCATION (WASHINGTON, D.C., SEPTEMBER 28, 1964). (DA)

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EDUCATION IN RURAL AMERICA FOR VOCATIONAL COMPETENCE

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(Opening address to the Section on Vocational and Technical Education, The 1964 National Conference on Rural Education, 2:00 P.M., Monday, September 28, 1964, Washington, D. C.)

Mr. Chairman, My Fellow Compatriots in American Rural Education, Ladies and Gentlemen:

To many of us, and I think to most people devoted to the cause of rural life and education, this is a memorable occasion. We are meeting approximately on the twentieth anniversary of the convening of the First White House Conference on Rural Education held in Washington with President and Mrs. Franklin D. Roosevelt as hosts. I had the honor to be the co-chairman and organizer of that conference. Out of it came the now historic report and the Charter for the Education of Rural Children which, I believe, have more than any other one thing served to chart the course of rural education in America during the past two-score years.

It followed within two years after the White House Conference on Rural Education that the Division of County and Rural Area Superintendents was reorganized and started on a dynamic program of service and action not only for rural education but also in promotion of the NEA. Furthermore, in 1946 the Department of Rural Education and its Division of County and Rural Area Superintendents began the Drive-in Conferences in School Administration and in 1947 were joined by the American Association of School Administrators in this program.

In 1954 came the National Conference on Rural Education sponsored by the Department of Rural Education and its Division of County and Rural Area Superintendents of Schools and participated in and cosponsored by all departments and agencies of the Federal Government and departments of the NEA that had a direct interest in rural life and education. I, too, had the honor of being the chairman of that conference. The theme of the conference was "Rural Education -- A Forward Look." The memorable report of that conference, edited, and its most essential parts written, by Dr. Robert M. Isenberg, now your executive secretary and the Director of Rural Service of the NEA staff, is now an important part of the literature of rural life and education.

New Issues and New Programs

Now we are here engaged in the third decennial National Conference on Rural Education. I am sure its contributions will be no less significant than its two worthy predecessors.

But I must be about the business that has been assigned to me. I am now responsible for giving you some guidance in your consideration of the issues and programs of education for vocational competence through the schools that serve rural America.

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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In the conferences of 1944 and 1954 we were in the midst of a great national social and economic transition that was more poignant in rural America than elsewhere. We were concerned with the problems of small schools and small school districts, the education of teaching personnel, the supply of teachers, their salaries, the school buildings and other physical facilities, the financing of schools, and the special educational needs of minority groups in rural America. In short, the chief concerns were with making available the rudiments of fundamental elementary and secondary education and invention and implementation of administrative and structural organization that could translate educational objectives into realities. While the scope and quality of education for rural people received considerable attention, it is largely true that major emphasis was on external arrangements.

In neither of the two preceding conferences was vocational education given major and distinct emphasis.

Not much was said specifically about the administrative structure nor the financial resources necessary to obtain the vocational educational opportunities and programs indicated as desirable, nor was but little said about the philosophy that should underlie the program of vocational education, nor about the types of vocational education, nor the content of the courses that should be offered, nor about the evaluation of the programs that were being offered at that time.

Youth, Education, and Employment

Today we are facing new conditions, emphases and interests. The concern with unemployment within recent years has been more vocal and has resulted in more public action than in any other time in our national history. Attention has been given especially to unemployment among youth.

In 1963 while the unemployment rate for all workers was somewhat less than six percent, the rate for white-males 14 to 19 years old was about 14 percent and for non white-males of those ages about 25 percent.

Since 1960 it has become more and more evident that the youth employment problem in the next few years will become more acute because of the increase in the number of job seekers. Indications are that the number of youth in the age group 14 to 19 years old expected to be working or seeking full - or part-time employment will increase from 6.2 million in 1960 to 7.7 million in 1965 and 8.4 million in 1970.

Of the 26 million new young workers entering the labor force during the 1960's, about 12 million, or 45 percent, will be high school graduates, about 7.5 million, or 29 percent, will have dropped out of school before graduating from high school, and about 6.5 million, or 26 percent, will have received some college education.

It is one of the important facts of life that the future ranks of the unemployed will be filled from the ranks of the undereducated. Because of the increased competition for jobs among young people, the need for good educational preparation for employment will be intensified. The unemployment rate among school dropouts will be more than twice as high as among high school graduates.

Expanding Occupations

It is also a fact that the most rapidly expanding occupations generally require the most education and training. The Manpower Report of the President (1963) projected the percentage of change in employment in the major occupational categories, 1960 to 1970 and has shown the average level of educational attainment of the civilian labor force. The principal facts are as follows:

For professional and technical workers the increase will be about 50 percent and the average educational attainment of that group is now 16.2 years of schooling.

For clerical and sales workers, increase about 30 percent, and schooling, 12.5 years.

For proprietors and managers, about 20 percent increase and 12.5 years of schooling.

For skilled workers, approximately 20 percent increase and 11.2 years of schooling.

For service workers, about 35 percent increase and 10.2 years of schooling.

For operatives, about 12 percent increase and 10.1 years of schooling.

For laborers, except farm, no increase at all and average of 8.9 years of schooling.

For farmers and farm workers, a decrease of about 25 percent and an average of 8.9 years of schooling.

While there are many facets to the problems of employment and unemployment and there is probably no panacea for solving them, it is eminently clear that without adequate education there is no solution. A major aspect of education with which we are here concerned is education for vocational competence.

Concerns of This Conference

In this conference the chief concerns are four-fold:

(1) the social and economic backgrounds of the vocational education needs of people living in rural and rural-related communities;

(2) the administrative and structural organization necessary to making vocational education opportunities available to the rural constituency, including:

(a) reforming the local school administrative organization,

(b) the organization and availability of comprehensive high schools, and

(c) making available necessary area vocational and technical schools;

(3) understanding and using the resources available through Federal and state programs of aid for vocational and technical education, training and retraining; and

(4) the needs, functions and programs of vocational education for farming and agri-business occupations.

Through the general addresses, the three panel discussions, and the six work groups these concerns will be given informed and meaningful attention.

Rural Identification

At the outset of our discussions it is well to identify the segments of the population with whom we are concerned. A narrow definition of rural is neither helpful nor appropriate. The classification of population and areas into rural-farm and rural-nonfarm while useful and necessary for important statistical purposes, does not fit the actualities of educational organization and relationships. The constituency with whom we are concerned includes the farm population, the people who live in the open country but who are not primarily, or often not all, engaged in farming, the people who live in villages, towns and small cities, the people engaged in mining, lumbering, fishing and other extractive occupations, and the people living in many of the smaller type cities closely and directly related to agriculture and the extractive industries. The typical small city in most of the nation, and especially in the South and Middle West are still "farmers' trading posts." The principal point here is that we are concerned with the education of people for vocational competence in rural and rural-related communities.

Some Characteristic Rural Problems

Rural America has a disproportionate share of disadvantaged groups who may be identified as the low-income agricultural workers, both hired laborers and subsistence farmers, the migratory farm laborers, many of the people who work in mining, lumbering, and manufacturing, the Negroes, the Indians, the Spanish Americans, and other foreign-language groups, the French-Canadians along the Maine-Vermont-New Hampshire border. These people are in the Southern Cotton Belt, in the cotton, fruit and vegetable growing areas of the Southwest and the Pacific Coast. They are many of the people displaced by shrinking agriculture, mining and lumbering in the cut-over areas of the Great Lakes Region. They are the people of Anglo-Saxon origin in the Ozark Regions of Missouri, Arkansas, Northeastern Oklahoma, and Southeastern Kansas. They are the several million "old Americans" who reside in the 250 counties in the Southern Appalachians. In fact hardly any state or region of our Nation is without its pocket of rural poverty.

The disadvantages of these groups consist of low income; lack of ownership of property; effective, if not legal disfranchisement; segregation and discrimination in facilities and opportunities; the effective operation of a cast system where none should exist; poor health and health facilities; poor housing; limited occupational opportunities; lack of public services such as those given by agricultural extension agents, home demonstration agents and 4-H Club workers; lack of libraries and recreational facilities; and a woeful lack of educational opportunities and facilities.

The concern here is with a very material segment of the population of the United States. With the rural farm population we are concerned with about 1.3 million persons 15-19 years old and a rural-nonfarm population of about 3.2 million.

If we go into the rural-nonfarm population, officially classified by the U. S. Bureau of the Census, we have about 600,000 youth and in the age group 20 to 24 years old in the rural-farm areas, and about 2.5 million youth in the rural-nonfarm group. In short by whatever statistical measurement may be chosen the army of rural youth is quite substantial, about 7.6 million youth, certainly too large an army to be neglected.

A few other observations about this rural contingent of our population are in order:

(1) The percentage of the rural group ages 15 to 24 that are white in the three groups, rural-farm, rural-nonfarm and urban, are not far different, the range being around 87 percent, the lowest percentages being in the rural-farm group and the highest in the rural-nonfarm group, the trend being from the farm to the village to the city.

(2) The other important factor in the population distribution of youth in the United States is the ration of males to females. The ratios are astounding. Among the rural-farm population the ratio is around 120 males to 100 females, among the rural-nonfarm population the ratio is about 114 males to 100 females, and among the urban population, about 90 males to 100 females. The differentials are much greater among the nonwhites than among the whites.

A few conclusions are pertinent: The greatest stream of migration from farm to rural-nonfarm communities to urban areas is girls and women. The boys and men are left behind. They have the least adaptability to new employment conditions and they can best do what is left behind. Whoever wants to deal with the employment and unemployment situation had better concentrate on the males of the population, and the concentration had better begin before the high school age. Too many rural males are growing up to be drugs on the social polity and especially upon the employment market. Now is the time to do something about it.

A great reality in the offering of opportunities for education in vocational competence to the rural constituency is the extent of migration of population. This country has a high degree of interstate migration. More than 25 percent of the Nation's population in 1960 lived in a state other than the one in which they were born, the range among the states being from 12 percent to 70 percent.

This fact alone indicates that education for vocational competence cannot be confined to local labor requirements. The labor market is not only slightly regional; it is national, and educational opportunities must be national in purpose and objectives.

One of the chief employment problems of rural youth has not been so much the problem of unemployment as that of underemployment. As the increased use of machinery and scientific methods in agriculture have advanced the displacement of employment opportunities in agriculture has advanced. Millions of rural youth have remained underemployed, or they have migrated to the centers of supposed employment opportunity. Too many of them have arrived at their new destinations unprepared, under-educated, and unadjusted to participate in a new environment. They have the least to contribute, they are the last to be hired and the first to be fired. They become the fodder and fuel for the cauldrons of economic and social unrest.

Rural Youth Migration

Because of lack of employment opportunities on the farms, the large-scale migration of youth from rural to urban areas has continued. In 1950, there were 9.5 million young people in the 10 to 19 age group in rural areas. By 1960, when these youth were 20-29 years old, they numbered only 6.1 million in rural areas, a 36 percent decline. A large proportion of these youths lacked the training to compete for jobs in large metropolitan labor markets. Some of those who had completed their schooling had been educated for farm employment. A large number had not completed their high school education.

The United States Department of Labor has recently reported that in 1961, there were about 415,000 children under age 14 in migrant families. Approximately one-half of the children under 18 years old in migratory families follow the crops. Generally, migratory youth enter school later, attend classes fewer days, achieve the least progress, drop out of school earlier, and constitute the Nation's largest single reservoir of illiterates. In 1961, more than 44 percent of the 150,000 migratory workers in the 14 to 24 year age group had completed only eight years of school or less. Studies of the education of migrant children in Texas and New York reveal that these youths, when attending school, are, on the average, two years behind other students of the same age. A study in one state indicated that in 1957, the young migrant aged 15 and in school had completed 6.7 years of schooling. For all youth 15 years old the average number of years of school completed is 9.1.

Rural Functional Illiteracy

The prevalence of functional illiteracy is a major impediment to the employment of many persons in the labor market and to training them for employment. The rural areas have a disproportionate share of the functional illiterates. In an analysis of U. S. Census data collected in March 1959 it was found that the percent of persons 25 years old and over in rural-farm areas that were functional illiterates was 13.4; for rural-nonfarm persons, 8.2; and for urban persons, 6.9. The percentages with years of schooling ranging from none to 8 years were: rural-farm, 32.4; rural-nonfarm, 20.5; and urban, 18.1.

In January 1964, the report by the President's Task Force on Manpower Conservation, One-Third of a Nation, stated: "One third of all young men in the Nation turning 18 would be found unqualified if they were to be examined for induction into the Armed Forces. Of these about one-half would be rejected for medical reasons. The remainder would fail through inability to qualify on the mental test." (Such a test, it should be added, is largely a measure of scholastic achievement.)

It is further reported: "The rate of failure varies widely among different states and areas of the Nation. In the 1962 Selective Service examinations, the state with the highest proportion of persons failing the mental examination had a rate 19 times as great as the state with the lowest." An analysis of the data indicates that the highest rates are to a high degree concentrated in the most largely rural states, namely, the Southern region.

The seriousness of the situation is illustrated by a report from Drew Pearson, September 6, 1964, in which he cited the displacement of 2375 Negroes from employment in the canning industry in Cambridge, Maryland, through automation. His article is here quoted as follows: "Efforts were made under the Manpower Development

Training Act to remedy Cambridge's unemployment problem. But it was discovered that 70 percent of the Negroes tested by the Manpower Training program were ineligible for retraining, chiefly because they could not read or write....

"Not merely the Southern Negroes but Maryland Negroes, within 30 minutes drive of the White House, cannot be retrained without remedying the Nation's No. 1 poverty problem -- illiteracy."

Local, State, and Federally Supported Vocational Education

Vocational education as it is known today has been a part of the public school systems of the United States since 1917, when the Smith-Hughes Vocational Education Act was adopted by Congress. The Panel of Consultants on Vocational Education reported that in 1962, the local-state-federal programs benefited 4 million pupils (half of them adults) in two-thirds of our high schools and many colleges at an annual expenditure of about $250 million. According to major categories the enrollments were 1,610,334 in homemaking; trade and industrial education, 963,609; agriculture, 805,322; distributive occupations, 306,083; technician training, 122,952; practical nursing and other health occupations, 47,264; and another unreported small number of persons engaged in fishery training.

The Panel of Consultants has shown that in spite of the rather sizeable programs in vocational education there is much more to be done than is being done. A national sample study based on detailed studies of the schools of Alabama, Georgia, Iowa, Nebraska, Ohio and Pennsylvania showed that only 5 percent of the high schools offered courses in distributive education; only 9 percent in trade and industrial courses; 45 percent in agriculture courses; and 47 percent in home economics courses. The record of schools serving largely a rural constituency, namely, those located in places under 2,500 population, only 2 percent offered courses in trade and industrial occupations; none offered courses in distributive occupations; only 42 percent in homemaking; and 49 percent in agriculture. The percentage of the high school students reached by federally reimbursed programs is very small. Even in the largest cities, vocational education enrolls less than one-fifth of the pupils in grades 10 to 12.

However, it is quite notable that high school pupils who have graduated in trade and industrial education are more largely successful in obtaining employment than are other high school graduates. In 1959, the unemployment rates for the two groups were 5 percent and 15 percent respectively.

Vocational Agriculture

A great deal is said and heard about the predominant position of vocational agriculture in our high schools. For the most part the only criticism worthy of any consideration is to the effect that in too many high schools it is a required course and tends to thwart pupils away from other courses, especially the sciences. That objection is applicable to school organization and administration and is no valid indictment of vocational agricultural education itself. Many of the excessive restrictions of the past will be aleviated through the Vocational Education Act of 1963.

The value of the contributions of vocational agricultural education speak for themselves. Recently the vocational agriculture staff of the Virginia State Department of Education made a study of 9792 students of vocational agriculture, both graduates and those who dropped out, all of such students beingin 88 percent of the high schools of the state, in 1954, 1957, 1960 and 1963. In 1963 over 62 percent

of those former students, graduates and dropouts, who had completed one or more years of vocational agriculture were employed in some phase of agriculture or were employed in other occupations that relate directly to the mechanical training they received in vocational agriculture.

The percentage of former students of vocational agriculture unemployed at the time the survey was made was only 1.2 percent. Of those who had received four years of vocational agriculture only seven-tenths of one percent were unemployed.

A somewhat similar study was made of 9293 Georgia high school graduates who had one or more years in vocational agriculture during the period 1960 to 1963. The results as to employment were very similar to those found in Virginia, and only .89 of one percent were unemployed.

Furthermore, the efforts and money spent in vocational agricultural education seem to pay substantial dividends. The Panel of Consultants report that in 1955 the earnings of Iowa high school graduates with training in vocational agriculture and who were on farms exceeded by 33 1/3 percent the earnings of graduates without training in vocational agriculture and who were on farms.

The best advice for the prophets of darkness regarding vocational agricultural education is that they enter the realm of light by spending their boundless energy advocating and promoting the availability of additional vocational educational opportunities adequate in scope to meet the needs of rural youth.

What to Do About Education for Vocational Competence

Since there is plenty known as to what the basic facts are concerning the extent and nature of unemployment and the relation of education to vocational competence, the principal question is what to do about it in terms of program and action. While there are many details involved and many technical procedures to be perfected, there appear to be at least eleven major programs of feasible and immediate action that can be only briefly identified and delineated here.

Broaden the Scope of Elementary Education

No one denies that the teaching of the 3 R's is a primary function of elementary education, but that is not nearly enough. It is necessary to provide the facilities for instruction and opportunities in the arts and crafts, elementary industrial or manual arts, woodworking, metalworking, elementary mechanics, the use of the elementary tools by which man has long made his living, the acquiring of manual skills. Only a small percentage of rural elementary schools have such facilities or offer such instruction. Such instruction is basic to future success in many occupations and even many professions.

This emphasis is not given to depreciate the necessity for continued emphasis in other elementary instruction such as the communicative arts, especially oral and written English, citizenship, the art of living together, understanding and appreciation of the natural and physical environment, health and hygiene, and enriching and beautifying life.

Improve the Quality of Elementary Education

There is little doubt the chief improvement needed in the elementary schools is in the teaching of reading. Lack of accomplishment in reading is perhaps the major

cause of school retardation and dropping out of school. Next in order is perhaps the improvement of instruction in the use of numbers, the accurate, effective and acceptable use of spoken English, good manners and acceptable social behavior, and proficiency in writing simple and practical English.

The most immediate improvements in elementary education would probably be produced by the employment of special teachers, proficient in the teaching of reading, numbers and speech, to work with pupils retarded in their school work, the employment of reading and speech specialists, expert general supervisors of instruction, school psychologists and guidance and counselling experts. Where local school districts are not large enough to provide some of these services, provision should be made through an intermediate unit. Consultative services should be provided by the state department of education.

It seems to be possible that many such services may be provided through the operations of the Economic Opportunity Act of 1964.

Education for Functional Illiterates

Educational programs must be organized for persons beyond elementary school age who are functional illiterates or whose basic educational accomplishments are too low to permit them successfully to participate in training and retraining for employment. Resources for such programs have recently been made available by the Economic Opportunity Act of 1964.

Making use of such resources and the organization of such programs depends largely upon the initiative of local superintendents and principals, county and other intermediate unit superintendents, and state departments of education. Public school plant facilities should be utilized to the fullest possible extent in such programs. Public and private school teachers who can contribute to such instruction, retired teachers, and married women who are former teachers and who want part-time teaching jobs, should be mobilized.

Training and Retraining Programs

Under the Manpower Training and Development Act provision is made for the training and retraining of unemployed, underemployed and displaced workers. It has proved rather difficult to get programs underway in rural-farm and rural-nonfarm areas. But some way or other such programs must be made available.

Three things seem to be necessary.

In the first place local, county and intermediate unit administrators need to exercise more imagination, energy and enthusiasm than many of them have shown thus far.

In the second place, the emphasis should be placed on regional and national labor markets and less on local and state labor market conditions than has been the case. It must be recognized that migration is a great reality and probable necessity.

In the third place, the services of the U. S. and state employment services should operate to a higher degree on regional and national bases than in the past.

Educational Services for the Children of Migratory Agricultural Workers

Teachers specially trained to work with the children of migratory agricultural workers should be made available in ample supply. Special instructional programs to aid the educationally retarded pupils should be provided. Some successful experience indicates that the most helpful thing to do is to employ highly trained and successful supervisors to work with the teachers and parents of the migrant children. State departments of education should provide expert supervision and leadership in this field.

Here again the Economic Opportunity Act of 1964 has made provision to state and local school systems for such assistance. This opportunity offers a challenge to local and state educational leadership.

Induce More Youth to Get a Good General Education

Numerous researches and studies in recent years have shown that a most important factor in the ability of youth to obtain employment and to succeed in it is the possession of a good basic elementary and high school education. Youth should be encouraged and persuaded accordingly. If all youth with the requisite mental ability were to receive a good general education through high school the incidence of youth unemployment would be greatly reduced. There are now altogether too many retarded pupils in all school levels, and too many dropouts. While vocational education adds much to employability and success in employment, it has a hard chance of doing so without good basic education in the tool subjects, nor without good work habits, nor without the ability successfully to get along with other people.

Improve the Quality of the Curriculum and Teaching in High Schools

Some of the most effective ways to induce more youth to stay in high school and to get a good general education are to broaden the course offerings, to enrich the content of course, and to adapt both subject matter and teaching methods to the interest, capacities, experiences and needs of the pupils. Far greater flexibility is needed in time schedules, in the selection of subject matter content of courses, and in the pursuit of worthy interests than is commonly found. A much higher degree of coordination of subject matter among the various fields of study and of cooperating working relationships among the teaching staffs of the various fields is needed than is usually practiced. Expert guidance and counseling services should be vastly expanded in schools serving rural pupils. In addition the guidance concept should permeate the entire teaching staff. In a sense guidance is everybody's business.

Reorganize School Districts

A major obstacle to the offering of opportunities to acquire an education for vocational competence is the smallness of a large majority of the school districts of the nation. Less than one in five of the school districts in the Nation in 1961 employed 40 or more teachers, nearly half employed fewer than 10 teachers. Such school districts necessarily cannot have comprehensive high schools, to say nothing of having specialized vocational and technical schools within their own borders. While the number of school districts has been rapidly decreasing as shown by a 43 percent reduction between 1953 and 1961, there is much yet to be done. It seems highly probable that within the foreseeable future there may not be more than 5,000 school administrative units.

Consolidate High Schools

By and large the American high schools are too numerous and too small. The remedy is obviously the enlargement of school districts and the consolidation of high schools, probably the most tedious and highly resisted necessary reform incurred in the history of local government in America. But it will happen and is happening.

It is well established that the minimum size of a satisfactory high school is one with at least 100 pupils in the twelfth grade--the graduating class. It is not difficult to show that the minimum size of a comprehensive high school should be about 500 pupils and that increases in efficiency can be expected at least up to 1,000 pupils. Where topography, distance and valid sociological and economic factors make smaller high schools necessary and desirable, high costs must be borne and arrangements to become a part of a regional vocational and technical school organization must be made.

Predominant and widely accepted opinion in American education professes to accept the comprehensive high school as being largely preferable to any other type. A fully comprehensive high school is one that combines all the best features of an academic high school and a vocational high school. Such schools are usually controlled and operated by a local school administrative unit. It will offer as a minimum (1) a general program, (2) a college entrance curriculum, and (3) vocational education, which will contain as a minimum (a) agriculture, (b) business, (c) distributive occupations, (d) homemaking, and (e) trade and industrial education.

The Intermediate Unit and Area Vocational Schools

One means of overcoming the inability of local school administrative units in offering adequate opportunities is the organization and support of intermediate units, that is units composed of two or more basic school districts and acting on a level between the state department of education and the local district. Such units can provide what are now called area vocational and technical schools, community and junior colleges that should offer vocational education. Examples of such facilities are now found in many states, as, for example, California, New Jersey, and New York. Other types of organization to obtain area vocational schools are possible and some of them are in operation. In most instances the intermediate type of unit seems to be preferable for most states.

Resources Available

To meet the needs for education for vocational competence as they have been herein identified and delineated financial resources have been made more extensively available than at any other time in our history. We now have the following federal legislation that affects directly, or can affect directly, vocational education programs and offerings. To enumerate them, they are:

1. Higher Education Facilities Act of 1963.
   This Act provides for funds to be used in providing facilities for public community colleges and public technical institutes - $50,600,000 annually.

2. The National Defense Education Act of 1958 as amended in 1963.
This Act provides for allotments to the states for aid in providing guidance and counseling services, $17,500,000 annually, and for area vocational education programs to be used exclusively for training individuals as highly skilled technicians in fields necessary for the national defense - $15,000,000 annually.

3. The Manpower Training and Development Act of 1962.
This Act authorizes appropriations to be used to pay for training for unemployed and underemployed persons who cannot obtain full-time jobs with their present skills or who are working below their occupational potential - $161,000,000 annually authorized to be appropriated.

4. The Vocational Education Act of 1963.
This Act authorizes the appropriation of funds to be apportioned to the states for the following aspects of vocational education: homemaking, vocational agriculture, trade and industrial education, distributive education, practical nurse training. Six general areas are specified:

(1) vocational education for persons attending high school,
(2) vocational education for persons who have left or completed high school and who are available for full-time study in preparation for employment,
(3) vocational education for persons who have already entered the labor market and who need training or retraining to achieve stability or advancement in employment,
(4) vocational education for persons who have academic, socio-economic, or other handicaps that prevent them from succeeding in the regular vocational education program,
(5) construction of area vocational school facilities, and
(6) certain auxillary services.

For these purposes appropriations are authorized in amounts ranging from $60,000,000 annually for fiscal year ending in 1964 to $225,000,000 annually after June 30, 1967.

5. The Economic Opportunity Act of 1964.
Among other things, this act makes appropriations to be used for adult education, the education of the children of migratory agricultural workers and special aspects of the elementary and high school instructional program that will contribute to preparing youth for gainful employment. The amounts to be available for these purposes have not yet been determined.

More complete descriptions of these programs and evaluations of them will be presented in other sessions of this section of the Conference.

A Time for Leadership and Action

We know what our problem is. We know many of the solutions. We now have resources more abundant than ever before. What lies before us is to buckle on the armor of courage, discharge our responsibilities, exercise our leadership, and make our performances catch up with our professions.

I for one join with the President when he said in his memorable speech last May in New York:

> "I ask you to march with me along the road to the future--the road that leads to the Great Society where no child will go unfed and no youngster will ever go unschooled; where every child has a good teacher and every teacher has good pay, and both have good classrooms; where every human being has dignity and where every worker has a job; where education is blind to color and unemployment is unaware of race; where decency prevails and courage abounds."